
Evaluation of Merit System Policy Implementation in the Selection for High Leadership Positions within the Riau Provincial Government

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ABSTRACT

This article discusses the evaluation of merit system policies in the implementation of selection for High Leadership Positions in Regional Government Agencies. According to Law Number 5 of 2014 concerning State Civil Apparatus (ASN Law) has brought a new foundation in bureaucratic reform of apparatus resources. This law brings a breath of change to create an apparatus that is professional, has integrity, is neutral and free from political interests. This topic is important because, so far, research on JPT selection is still dominated by matters of administrative and procedural suitability. In fact, the merit system in the theory of meritocracy and Weberian bureaucracy emphasizes aspects of transparency and equal access for each candidate. Therefore, it is important to carry out research regarding studies of equality of access and career opportunities in JPT selection at the Regional Government Agency level. This research data was obtained through literature study in the form of a literature review. The author found that there are non-merit aspects in the JPT selection process in several Regional Government Agencies studied. The author recommends the need to develop a JPT selection model that prioritizes the merit aspect for better bureaucracy. The implementation of the JPT Pratama open selection within the Riau Provincial Government has been running in accordance with Perman PAN-RB Number 13 of 2014. However, the implementation of this policy has not fully met expectations, because ASN interest and motivation to take part in the selection is still low.

Keywords: Meritocracy, Bureaucracy, Equal Access.

INTRODUCTION

Law Number 5 of 2014 concerning State Civil Apparatus (UU ASN) has brought a new foundation in bureaucratic reform of civil service resources (Number, 5 C.E.). This law brings a breath of change to create an apparatus that is professional, has integrity, is neutral and free from political interests (Block, 2016). This reform needs to be carried out because the bureaucratic apparatus in the previous era (the New Order) was often used to strengthen the

rulers so that their power exceeds that of the people. Therefore, the government bureaucracy of that era was also called the official kingdom or *official dome*, so bureaucratic reform was necessary (Biygautane et al., 2017).

Weber (1947) in (Sawir, 2020) developed a concept of ideal bureaucracy known as Weberian bureaucracy which emphasizes how bureaucratic machines should be run professionally and rationally. The criteria for an ideal bureaucracy according to Weber include the principle of meritocracy with the following characteristics (Sager & Rosser, 2021): a clear division of labor, a clear hierarchy of authority, high formalization, impersonal character, placement of employees based on competence, track and career opportunities, organizational life separated from personal life. The concept of meritocracy in bureaucracy is supported by (Yates, 1982) who states that in order to create good government, bureaucrats must be professional officials, selected and appointed competitively based on competency. The merit system is structured and organized effectively into a hierarchy that contains functional specialization with clear responsibilities and obligations (Jaques, 2017). Meritocracy is a social system that influences progress in society based on individual abilities and achievements rather than family, wealth, or social background (Kim & Choi, 2017).

(Young 1958) criticized the idea of a society ruled by merit and highlighted how meritocracy could lead to social inequality, elitism, and the affirmation of privilege for those deemed to have natural talent or intelligence. True meritocracy may be unattainable and even undesirable. Using education and intelligence as the sole criteria for assessing human worth could create new forms of class hierarchy and social inequality (Miller & McNamee, 2013). present a sharp critique of the idea of meritocracy and show that a person's success and accomplishments are influenced by a variety of complex factors that cannot always be measured and assessed objectively.

Meritocracy in this regulation is interpreted as ASN policy and management based on qualifications, competencies and performance in a fair and reasonable manner without distinguishing between political background, race, skin color, religion, origin, gender, marital status, age and disability. The implementation of the merit system in realizing the ideal bureaucracy as proposed by Weber (1947) is the placement of High Leadership Positions through open and competitive selection. Various studies have been conducted to evaluate the extent to which the JPT open selection has implemented the principle of meritocracy (Sawir, 2020).

Superior apparatus resources are the key to moving the bureaucracy in an agile and effective manner. The quality of these apparatus resources is an indicator of the success or failure of the bureaucracy in achieving state goals (Noors, 2019). The urgency of superior apparatus resources is in line with efforts to improve government governance which will ultimately influence the national development program as explained in the Regulation of the Minister for Empowerment of State Apparatus and Bureaucratic Reform (Minister of PAN and

RB) Number 25 of 2020 concerning the Roadmap for Bureaucratic Reform for 2020-2024. In the roadmap, structuring human resource personnel is one of the reform areas carried out through the implementation of a merit system so as to create ASN that is professional, has integrity and is highly competitive.

Implementing a merit system in ASN management is an absolute must so that good governance can be achieved (Azzahra, 2023). The merit system upholds aspects of qualifications, competence and performance of apparatus resources as the driving force of bureaucracy, starting from the employee procurement process, placement, career development to dismissal. The ultimate goal will lead to changes in mindset and work culture, as well as improving the performance of ASN employees. One implementation of the merit system as stated in the ASN Law is filling positions openly and competitively. Please remember that there are 3 (three) types of ASN positions, namely High Leadership Positions (JPT), Administrative Positions (JA), and Functional Positions (JF). Open selection has opened up opportunities for every civil servant to occupy a position as long as they meet the qualifications, competencies and performance that have been determined in line with the principles of the merit system.

The hope to be achieved is to recruit professional civil servants and place them in positions that are in accordance with their competence. Filling of major and middle level High Leadership Positions (JPT) in ministries, secretariats of state institutions, structural institutions and JPTs in regional agencies is currently carried out through open selection/open bidding (Article 108 of the ASN Law). Filling this position can be taken from among civil servants or non-PNS (specifically for certain positions) by paying attention to aspects of competency, qualifications, rank, track record and integrity. For government agencies that have implemented a merit system, namely achieving a "very good" rating from the State Civil Apparatus Commission (KASN), there is no need to carry out an open selection to select potential JPT holders.

Based on analysis of previous research regarding the implementation of the merit system in JPT open selection, it is known that several Regional Governments have implemented Merit-based JPT-P Open Selection from a procedural and administrative perspective, while in several other regions they still do not fulfill the aspects of transparency and equality of opportunity. From the description above, it is known that research on the implementation of the merit system in the JPT Open Selection is still limited to compliance with administrative procedures under the supervision of KASN, while in-depth research regarding equality of access and career opportunities is still limited.

Based on the previous description, the problem formulation proposed in this article is as follows: Has the Riau Provincial Government implemented a merit system in the JPT-P selection as regulated in statutory regulations?.What are the supporting and inhibiting factors for implementing the merit system in JPT-P selection within the Riau Provincial Government?.

RESEARCH METHODS

This research uses a literature study method in the form of a literature review which discusses the implementation of the merit system in the open selection process for High Leadership Positions in several Regional Government Agencies. Data collection was carried out by studying literature, both theoretical references and journal articles.

RESULTS AND DISCUSSION

(RIVAI, 2009) states that the factor that causes the appointment of structural officials in Sarolangun Regency to not be fully based on meritocratic values is due to the influence of political values, organizational values and personal values in the process or procedure for appointing structural officials. (Kim & Choi, 2017) stated that *non-meritocratic elements* clearly play an important role in determining access and opportunity. Even though meritocracy is not completely difficult to implement in a bureaucracy, the culture of patronage that is still inherent will certainly still exist and continue to develop over time. (Noors, 2019) found that the implementation of the merit system based on the ASN Law did not run optimally because the implementation of open selection for each position filled for JPT still had a spoil system feel. (Erlanda et al., 2022) found that the JPT-P Open Selection during the Covid-19 Health Emergency in the Riau Islands Provincial Government in 2020 had been carried out according to aspects of the merit system except for the transparency aspect where the selection committee did not announce the scores obtained by the selection participants. and does not announce the overall score of the results of all selection stages.

(Permana & Taufik, 2023) stated that the implementation of the JPT-P open selection policy of the Riau Provincial Government has been quite effective and in accordance with the principles of the merit system.

(Kuswara & Mayasari, 2023) examined the implementation of merit system-based civil servant management in the structural position placement of employees in the DKI Jakarta Provincial Government. The results of their research showed that the merit system-based civil servant management process was running well, starting with conducting an analysis related to the formation of needs, qualifications and competencies required for civil servants and organizations. Then a process of mapping employee competency profiles is carried out through the Assessment Center to determine employee competency as a basis for placement.

(Ulya et al., 2023) found that the implementation of the Merit System in Filling Regional Secretary Positions Through Open Selection in West Sumatra is still not optimal, one of which is because there is no openness of values at each stage of selection, so it cannot fulfill a sense of justice and openness in the results selection.

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(Dewi, 2017) Examined the mechanism for filling out JPT-P through open selection in Kubu Raya Regency and found that the implementation of filling out JPT Pratama through open selection has generally gone well. This is based on the conformity of the implementation of activities with procedures and guidelines and the absence of transactional practices in determining elected officials. (WIDAYATI, 2018) found that the implementation of the JPT Pratama open selection in the Yogyakarta City Government was good. It's just that there are still shortcomings, namely in terms of value transparency and less competitiveness because applicants are only open to civil servants from the Yogyakarta City Government (PANGESTUTI, 2019) analyzed the Utilization of Talent Pool Results for State Civil Servants in Indonesia. The research results show that the lack of utilization of ASN talent pool results is caused by political intervention factors , unpreparedness for implementing the merit system, organizational culture, implementation of a talent management system that is not yet comprehensive, budget problems and availability of training, as well as unclear regulations and legal umbrella.

(Rintaka, 2023)analyzed the comparison of the implementation of the Merit System in the JPTP Filling Process between the North Buton Regency Government and the Kendari City Government from the perspective of the Merit System Principles in the 2021 Implementation. The results of his research show that the Kendari City Government has implemented the JPT-P filling systematically, transparent and competitive; there is equality of opportunity in the process; absence of discrimination; and selecting the best candidates in the process. Meanwhile, the North Buton Regency Government has not implemented it systematically, transparently and competitively; there is no equality of opportunity in its implementation; discrimination still exists. (Hidayat, 2023) examined the implementation of the JPT-P Selection in the Sungai Banyak Municipal Government based on Law no. 5 of 2014 concerning ASN. The research results show the low interest of civil servants in taking part in open selection because there is an opinion that open selection is just a formality.

(Permana & Taufik, 2023)analyzed that the implementation of the policy and merit system in the JPT Pratama open selection of South Bangka Regency has generally gone quite well and is in accordance with the principles of the merit system, especially the communication aspect - open principles, the resource aspect - competence (competence) & qualification (qualification), as well as disposition-performance (performance) aspects. Some of the obstacles in implementing the policy are less than optimal communication between the secretariat of the selection committee and the PPK in terms of carrying out open selection because before the post-conflict regional elections, there are also still deficiencies in the implementation of aspects of justice, especially related to the protection of participants from political attitudes because the PPK does not want to choose. and appoint one of the three best participants from the open selection. The recommendations that the author can give are: 1. Strengthen the role of KASN in implementing open selection. KASN recommendations should have more binding legal force in order to better guarantee regional agencies' compliance with

recommendations issued by KASN, 2. The central government needs to review the granting of authority to PPK to select one of three candidates resulting from an open selection, 3. District Government. South Bangka needs to create an SOP for implementing open selection, including regulating the knockout system and mandatory transparency of selection results at each stage. The government also needs to create career path guidelines based on the talent pool so that it can motivate employees to pursue a career in the District Regional Government. South Bangka and bringing out potential leaders to occupy strategic positions such as JPT Pratama, 4. Building an assessment center as a center for assessing the competency of ASN employees in the District. South Bangka, both for open selection and employee mapping purposes.

In this case, the literature review evaluates the Implementation of the Merit System Policy in the Selection of High Leadership Positions within the Regional Government Agencies of Riau Province. The Riau Provincial Government has several Regional Apparatus Organizations (OPD) led by 14,271 civil servants (Riau Provincial Government Data as of December 2023). The Riau Provincial Government has implemented an open selection to fill the JPT Pratama, considering that the merit system assessment from KASN is still not optimal, namely getting category II with the title "deficient" (State Civil Apparatus Commission, 2019). The implementation of this open selection is guided by the Regulation of the Minister of PAN and RB Number 15 of 2019 concerning Open and Competitive Filling of High Leadership Positions within Government Agencies (Permenpan RB 15/2019). The Riau Provincial Government is also required to coordinate with KASN at several selection stages, one of which is when forming a selection committee (pansel) and evaluating activities. The Riau Provincial Government opens opportunities for Civil Servants who are interested and meet the requirements to take part in the selection to fill Pratama High Leadership Positions (JPT) in the positions:

1. Expert Staff for Economics and Finance at the Regional Secretariat
2. Assistant for Economics and Development at the Regional Secretariat
3. Head of the Health Service
4. Head of the Department of Public Works, Spatial Planning, Housing, Residential Areas and Land
5. Head of the Community Empowerment, Village, Population and Civil Registration Service
6. Head of the Communications, Informatics and Statistics Service
7. Head of the Department of Women's Empowerment and Child Protection, Population Control and Family Planning
8. Head of the Manpower and Transmigration Service
9. Head of the Regional Secretariat Goods and Services Procurement Bureau
10. Head of the General Bureau of the Regional Secretariat
11. Director of Regional General Hospital Arifin Achmad
12. Director of Tampan Mental Hospital

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To ensure the realization of a merit system in civil service, there is a strengthening of the supervisory institution and administration of civil service, namely the State Civil Service Commission. The enactment of Law Number 5 of 2014 concerning the State Civil Apparatus provides a mandate to form a new institution which will be delegated the President's powers in carrying out monitoring and evaluation of policy implementation and Civil Servant Management as well as realizing a merit system, namely the State Civil Apparatus Commission. Article 27 of Law Number 5 of 2014 concerning the State Civil Apparatus, states that "The State Civil Apparatus Commission is a non-structural institution that is independent and free from political intervention to create State Civil Service employees who are professional and performant, provide services fairly and neutrally, and become the glue and unifier of the nation. The State Civil Service Commission has the task of maintaining the neutrality of the State Civil Service, supervising the professional development of the State Civil Service and reporting supervision and evaluation of the implementation of State Civil Service management policies to the President.

With the task of the State Civil Apparatus Commission to maintain the neutrality of the State Civil Apparatus, it is hoped that the State Civil Apparatus can concentrate on its duties and functions as a public service:

1. In addition to the above duties, the State Civil Apparatus Commission has the authority to supervise every stage of the process of filling High Leadership Positions starting from the formation of agency selection committees, announcement of vacancies, implementation of selection, proposing names of candidates, determination and inauguration of High Leadership Officials supervising and evaluating the implementation of principles, values basics and code of ethics and code of conduct for State Civil Service Employees;
2. Request information from State Civil Service employees and the public regarding reports of violations of basic norms as well as the code of ethics and code of conduct for State Civil Service Employees;
3. State Civil Service Employees;
4. Request clarification and/or necessary documents from Government Agencies to examine reports of violations of basic norms as well as the code of ethics and code of conduct for State Civil Service Employees.

Every government organ within the scope of the Indonesian government which functions to run the wheels of government with the responsibilities and authority given by the state through statutory regulations and so on, such as State Civil Service Employees must carry out their duties well and perfectly, but humans are definitely not free from mistakes either. intentional or unintentional. Therefore, of course an institution or legal entity must be created or created whose task is to supervise the State Civil Service Employees, and that is why the State Civil Service Commission was born. In Law The State Civil Apparatus Law, precisely in general provisions, explains the meaning or definition of the State Civil Apparatus Commission,

namely the ASN Commission, hereinafter abbreviated as KASN, is a non-structural institution that is independent and free from political intervention. The president, who is the holder of the highest government power, can give authority to KASN to carry out its duties. This is further stated in Article 25 paragraph (2) letters a and b as follows: (2) To exercise the powers as intended in paragraph (1) the President delegates some of his powers to:

1. The Ministry which carries out government affairs in the field of utilization of state apparatus, relating to the authority to formulate and determine policies, coordinate and synchronize policies, as well as supervise the implementation of ASN policies;
2. ASN principles and code of ethics and code of conduct;

KASN's vision is "Creating a professional and performing State Civil Apparatus that provides services fairly and neutrally." Meanwhile, KASN's mission is:

1. Increase the effectiveness of KASN supervision regarding the implementation of basic values, code of ethics, code of behavior and neutrality of ASN employees.
2. Supervise the implementation of ASN HR policies and management to realize a merit system.
3. Supervise every stage of the implementation of filling high leadership positions in government agencies.

KASN aims:

1. Ensure the realization of the Merit System in ASN policy and Management; 23
2. Creating ASN that is professional, high performing, prosperous, and functions as the glue of the Unitary State of the Republic of Indonesia;
3. Support the implementation of effective, efficient and open state government, and free from practices of corruption, collusion and nepotism;
4. Creating ASN employees who are neutral and do not differentiate between the people they serve based on ethnicity, religion, race and class;
5. Ensure the formation of an ASN profession that is respected by its employees and the public; And
6. Creating a dynamic ASN with a culture of performance achievement.

KASN functions to supervise the implementation of basic norms, codes of ethics and codes of behavior for ASN, as well as the implementation of the merit system in ASN policy and management in government agencies. The State Civil Apparatus Commission (KASN) is an independent, non-structural institution that was born from the mandate of Law Number 5 of 2014 concerning the State Civil Apparatus (ASN Law) and is directly responsible to the President. The basis for the formation of KASN is Presidential Decree Number 118 of 2014 concerning Secretariat, System and HR Management, as well as KASN Financial Responsibility and Management. KASN's duties are written in Article 31 of the ASN Law that:

1. Maintain the neutrality of ASN supervisors
2. Supervise the development of the ASN profession, and

3. Reporting supervision and evaluation of the implementation of ASN management policies to the president. Then Article 32 of the ASN Law states that KASN has the following authority:

- a) supervise every stage of the process of filling High Leadership Positions starting from the formation of agency selection committees, announcement of vacancies, implementation of selection, proposing names of candidates, determination and inauguration of High Leadership Officials;
- b) supervise and evaluate the implementation of principles, basic values as well as codes of ethics and code of conduct for ASN employees;
- c) request information from ASN employees and the public regarding reports of violations of basic norms as well as the code of ethics and code of conduct for ASN employees;
- d) examine documents related to violations of basic norms as well as the code of ethics and code of conduct for ASN employees; And
- e) request clarification and/or necessary documents from Government Agencies to examine reports of violations of basic norms as well as the code of ethics and code of conduct for ASN Employees In carrying out supervision, KASN has the authority to determine whether there are violations of the ASN code of ethics and code of conduct.

The results of the supervision are submitted to the Personnel Development Officer (PPK) and the Authorized Official (PyB) for follow-up. If it is not followed up, KASN has the authority to recommend to the President to impose sanctions on Personnel Development Officers and Authorized Officials who violate the principles of the Merit System and the provisions of statutory regulations. Based on the results of supervision that was not followed up, the State Civil Service Commission recommended to the President to impose sanctions on Civil Service Development Officials and Authorized Officials who violated the principles of the Merit System and the provisions of statutory regulations. Sanctions that can be imposed include:

1. Warning;
2. Reprimand;
3. Correction, revocation, cancellation, issuance of decision, and/or refund of payment;
4. Disciplinary penalties for authorized officials in accordance with statutory provisions; And
5. Sanctions for personnel development officials, in accordance with statutory provisions.

Inhibiting and Supporting Factors for the implementation of open selection for Primary High Leadership Positions:

1. Communication

Communication is limited to the scope of government at the district level. This is influenced by the limited budget for inadequate socialization. The budget availability is only sufficient for communication in the Papua Saha province area. On the other hand, this lack

of communication causes ASN's desire to take part in the selection to be low. Implementor communication has been carried out well, all information regarding the open selection for high leadership positions complies with the regulations in Ministerial Decree PAN-RB Number 13 of 2014. However, the effectiveness of communication to selection participants needs to be improved both within the internal government of Riau Province and outside Riau.

2. Resource

Human resources (HR) are an important factor in JPT selection in Riau Province. On the one hand, the availability of human resources is sufficient and proportional to needs. However, on the other hand, there needs to be an increase in the number of competent human resources in the future. This can also be seen in the budget resources and policy implementation facilities which are in accordance with needs. Facilities at the Riau Province Personnel and Human Resource Development Agency office are inadequate to support the implementation of JPT selection in Riau Province. So it is important to increase facility resources.

3. Disposition

Obstacles occurred more for the implementers of the open selection in 2018, due to budget limitations, so the budget for implementing the JPT Pratama open selection was included in the revised budget, where activities that should have been carried out in the second quarter of the current fiscal year were only carried out in the last quarter of 2018. Disposition refers to the importance support from implementers in carrying out JPT selection in Riau Province to achieve policy objectives. Therefore, the Regent's Decree guarantees that there will be incentives for implementers so that they are responsible for carrying out the mandate in JPT selection in Riau Province.

4. Bureaucratic Structure

The obstacle that occurred was that during the implementation of the open selection in 2018, the budgeting was included in the revised budget so that the implementation of the open selection activities was somewhat later than the initial plan which should have been carried out in the second quarter of the current year, however the fragmentation of implementers including responsibilities had been well regulated in the planning. The SOP for JPT open selection has been regulated in Permenpan-RB No. 13/2014. Viewed from a fragmentation perspective, Regent Regulation no. 17/2017 states that JPT selection is the authority of BKPSDM Riau Province Regency, specifically in the field of employee procurement and transfers, with a distribution flow to sub-sectors of employee procurement to staff in charge. In the implementation of the JPT selection, all employees were involved, including officials and staff, so that the JPT selection in the District of Riau Province was carried out effectively.

CONCLUSION

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The implementation of the JPT Pratama open selection within the Riau Provincial Government has been running in accordance with Perman PAN-RB Number 13 of 2014. However, the implementation of this policy has not fully met expectations, as ASN interest and motivation to participate in the selection remain low. Factors hindering the implementation include communication and resources, while supporting factors are the disposition and structure of the bureaucracy. All implementers support and accept JPT's open selection policy, carry out policy orders with accountability, and are incentivized appropriately. Bureaucratic structure factors, such as clear procedures as per Menpan-RB Regulation No. 13/2014 and clear distribution of responsibilities, also support policy implementation. To enhance effectiveness, it is recommended to improve communication strategies, allocate adequate resources, enhance incentives, streamline procedures, and establish a regular feedback mechanism to gather input and make continuous improvements.

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